

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for September 28, 2005 PLANNING COMMISSION MEETING

P.A.S.: Comprehensive Plan Conformance No. 05010
Proposed Lancaster County Road and
Bridge Construction Program
Fiscal Years 2006 and 2007-2011

PROPOSAL: Pursuant to Resolution 1521, passed by the Board of County Commissioners on December 30, 1958, the Planning Commission is to review the proposed Lancaster County Road and Bridge Construction Program with regard to its conformity with the Comprehensive Plan.

CONCLUSION: The Planning Department has reviewed the Lincoln MPO/Public & Utilities Staff Report -- *Comprehensive Plan Conformity No. 05010: Proposed Lancaster County Road and Bridge Construction Program, Fiscal Years 2006 and 2007-2011.*

The Planning Department is in agreement with the Report's conclusion and recommendation of general conformance of the "Proposed Lancaster County Road and Bridge Construction Program, Fiscal Years 2006 and 2007-2011 with the 2025 City-County Comprehensive Plan.

Prepared by:


David R. Cary, AICP
Transportation Planner

Date: September 19, 2005

LINCOLN MPO / PUBLIC WORKS & UTILITIES STAFF REPORT

P.A.S.: Comprehensive Plan Conformity No.CPC05010 **DATE:** September 21, 2005
Proposed *Lancaster County Road and Bridge Construction Program*,
Fiscal Years 2006 and 2007-2011

PROPOSAL: Pursuant to Resolution 1521, passed by the Board of County Commissioners on December 30, 1958, the Planning Commission is to review the proposed *Lancaster County Road and Bridge Construction Program* with regard to its conformity with the Comprehensive Plan.

CONCLUSION: Pavement projects within the proposed *Lancaster County Road and Bridge Construction Program, FY 2006 and 2007-2011*, emphasize roads functioning as arterials. It is recommended that this emphasis on arterials be maintained throughout implementation and that roads functioning as collectors receive second priority followed by local roads.

The City of Lincoln Public Works and Utilities Department and the County Engineer are encouraged to continue working for better project coordination and to identify right-of-way acquisitions and county road improvements within the three-mile zoning jurisdiction of the City of Lincoln. It is recognized that the next step in project coordination is to include key projects in the Capital Improvement programs.

The overall recommendation is that the Planning Commission find the proposed *Lancaster County Road and Bridge Construction Program, FY 2006 and 2007-2011*, to be generally in conformance with the *2025 Lincoln City-Lancaster County Comprehensive Plan*, May 28, 2002, as amended through August of 2005.

RECOMMENDATION:	In general conformance with the Comprehensive Plan
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GENERAL INFORMATION:

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ANALYSIS:

The proposed Lancaster County Road and Bridge Construction Program is divided into two sections, one-year (FY 2006) and five-year (FY 2007-2011) elements. The following is the way the program is organized:

Road Projects (FY 2006):

Page 1	Roads Completed in FY 2005
Page 2	Roads Carried over from FY 2003
Page 3	Roads Carried over from FY 2004
Page 4	Roads Carried over from FY 2005
Pages 5	Road Projects, FY 2006
Pages 6	Standby Roads, FY 2006

Bridge Projects (FY 2006):

Page 7	Bridges Completed in FY 2005
Page 8	Bridges Carried over from FY 2005
Page 9	Bridge Projects, FY 2006
Page 10	Standby Bridges, FY 2006

Road Projects (FY 2007-2011):

Pages 11-14	Road Projects, FY 2007-2011
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Bridge Projects (FY 2007-2011):

Pages 15	Bridge Projects, FY 2007-2011
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II. Staff Discussion:

The map on page F 115, "Future Road Improvements In County," of the Comprehensive Plan shows categories of roads which include: existing paved county roads, potential paving, two lane widening, four lane widening, and potential road openings. All County road improvements beyond the current Lincoln Urban Area are considered candidates for paving in the future. For county roads, the Comprehensive Plan notes:

Improvements to the rural road system will occur throughout the county. The amount of new pavement installed will depend upon the growth in traffic and population, and the fiscal resources available in the future to make the improvements. (page F 114)

Road improvements for the County are triggered based upon daily traffic volumes with the amount of traffic dictating the type and degree of improvement necessary. (page F 114)

The first level of traffic volume is in the range of 300 vehicles per day. At this level the County acquires a minimum of 100 feet of right of way, with additional ROW acquisition standards applying as appropriate. Once the ROW is acquired, the County then grades and installs new drainage structures. The process of grading and graveling provides a road

profile that is safer and wider. This profile can accommodate the next level of improvement, which would be pavement, provided the traffic counts continue to increase to the second level. (page F 114)

The acquisition of the wider right-of-way will also preserve the future corridors for the larger and more expansive street improvements that will come with the growth of Lincoln. The second level of improvement, which is pavement, is triggered at a traffic volume level of about 400 vehicles per day. This second level should remain as an effective transportation facility, with the exception of routine maintenance and pavement overlays, until the traffic volumes reach the level of 6,000 vehicles per day. This final level would be the target for looking at the need to install a four-lane divided facility. (page F 114)

County roads identified as "potential paved" are currently unpaved, but may have the potential to be paved during the planning period. These roads function as other arterials, collectors, or locals. Future paving of these roads will depend largely upon the availability of funding and the determination of priorities. Paving is based on daily vehicle counts, planning considerations, functions of roads, and identified deficiencies of roads. Through this evaluation, it is determined which roads should be paved with arterials receiving the first priority, followed by collectors, and then by local roads.

Review of Proposed Road Projects

The road projects contained in the proposed Lancaster County Road and Bridge Construction Program include engineering, right-of-way, grading and structures, pavement, 2nd-stage pavement, pavement widening, culvert maintenance, and safety improvements. Outside the cordon area of the city of Lincoln, the Comprehensive Plan specifically identifies "existing paved", "potential paved", "widening of existing roadways", "potential road openings" and "overpasses" on county roads.

The first level of review of the Road and Bridge Construction Program included reviewing all road projects proposed for safety improvements, pavement, 2nd-stage pavement, and pavement widening. These projects were reviewed with regard to conformity with the Comprehensive Plan. The Road and Bridge Construction Program notes that according to the policy of the County Board, projects will not be approved for pavement unless they are included in the Comprehensive Plan or unless the Plan is amended accordingly. The following maps were used for this review:

- **Projects & Studies: Lincoln Area Street & Roadway Improvements 2025**
(Comprehensive Plan, Page F 105)
- **Future Road Improvements in County** (Comprehensive Plan, Page F 115)
- **County Roads Functional Classification, Existing** (Comprehensive Plan, Page E 48)
and **Future** (Comprehensive Plan, Page F 104)

The second level of review involved reviewing all projects that are scheduled for engineering, right-of-way, or grading and structures. This review was done to assure that

county projects and city projects are coordinated and to assure that any improvements being proposed conform with long-range transportation plans as reflected in the 2025 *Lincoln City-Lancaster County Comprehensive Plan*, May 28, 2002, as amended through August, 2005.

Attached is **Table 1, Improvement Projects on New and Existing Paved Roads**, which briefly describes the improvements proposed for existing paved roads and new paving projects on existing gravel roads.

RUTS Project Coordination

A draft interlocal cooperation agreement is proceeding between the City of Lincoln and Lancaster County that will create a Rural to Urban Transitional Streets (RUTS) program. This program will establish standards to be applied in road and bridge repair, maintenance and construction. This agreement encourages the City and County to cooperate in administering all phases of their road and street programs in order to achieve efficiencies and economics resulting from unified operations and to provide better transition between city streets and county roads. By establishing right-of-way and construction standards to transition county roads from rural to urban standards within the three mile zoning area, it is expected to result in a more useful life of public investment and to better accommodate future growth of the city.

The City of Lincoln Public Works and Utilities Department and the Lancaster County Engineer are working together to identify right-of-way acquisitions and county road improvements within the three-mile zoning jurisdiction of the City of Lincoln. These projects are to be included in future Capital Improvement programs. Review of the Lancaster County Road and Bridge Construction Program is taken as an opportunity to review the county right-of-way priorities for better coordination.

The following maps were used for coordinating the right of way and design standards for the RUTS program:

- Projects & Studies: Lincoln Area Street & Roadway Improvements 2025 (Comprehensive Plan, Page F 105)
- Future Road Improvements in County (Comprehensive Plan, Page F 115)
- Right of Way Standards for Planned Projects: Lincoln Area Street and Highway Improvement Plan, Year 2025 (Comprehensive Plan, Page F 112)
- Advanced Infrastructure Right of Way Acquisition Program: Urban Growth Tiers I & II (Comprehensive Plan, Page E 113)

The coordination of County right of way acquisition with future City right of way for future urban infrastructure is recommended and encouraged. The key projects for right of way acquisition coordination within the three mile zoning jurisdiction are noted in Table 1.

Environmental Compatibility

All bridges programmed in the *Lancaster County Road and Bridge Construction Program, FY 2006 and 2007-2011*, are designed with regard to environmental compatibility.

Staff Recommendation

Staff recommendation is that the Planning Commission find the proposed *Lancaster County Road and Bridge Construction Program, FY 2006 and 2007-2011*, to be generally in conformance with the *2025 Lincoln City-Lancaster County Comprehensive Plan*.

Prepared by:



Michael D. Brienzo, Transportation Planner
Lincoln MPO / Public Works & Utilities Department

Table 1
Improvement Projects on New and Existing Paved Roads

Completed in FY 2005

S 120 th Streets, "A" Street to "O" Street, 1.0 miles.	This is 2 nd -stage pavement on an existing paved road and in general conformance with the Comprehensive Plan.
S 148 th Street, NE Hwy 2 to "O" Street, 7.0 miles.	This is 2 nd -stage pavement on an existing paved road and in general conformance with the Comprehensive Plan.
"A" Street, 86 th Street to 120 th Street, 2.4 miles.	This is 2 nd -stage pavement on an existing paved road and in general conformance with the Comprehensive Plan.
Arbor Road Realignment, N 29 th Street to N 38 th Street, 0.8 miles.	Engineering and grading to realign and rebuild the existing gravel road over I-80. This is part of the NDOR I-80 widening project and in conformance with the Comprehensive Plan.
Panama Road, S 54 th Street to S 63 th Street, 0.6 mile.	Pavement of an gravel segments of Panama Road to serve the Stage Coach Lake Recreation Area. This is a local recreational area access project and in general conformance with the Comprehensive Plan.
Panama Road, S 63 th Street to S 68 th Street, 0.4 mile.	This is 2 nd -stage pavement on an existing paved road serve the Stage Coach Lake Recreation Area. This is in general conformance with the Comprehensive Plan.
Panama Road, S 54 th Street to S 68 th Street, 2.0 mile.	This is 2 nd -stage pavement on an existing paved road and in general conformance with the Comprehensive Plan.
Princeton Road, 65 th Street to 68 th Street, 0.2 miles.	Pavement of an gravel segments of Princeton Road to provide access to Norris Public School. This conforms with the Comprehensive Plan.

Carried over from FY 2003

98 th Street, "A" Street to Holdrege Street, 2.0 miles.	Right of way for the construction of a new road and future paving. [REDACTED] This conforms with the Comprehensive Plan.
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Carried over from FY 2004

NW 70th Street & W. Adams Street, 0.4 mile.

Right of way for improvements to of an existing gravel road intersection. This conforms with the Comprehensive Plan.

W Denton Road, SW 12th St. to SW 56th Street, 3.0 miles.

Right of way for the grading and rebuilding an existing 2-lane paved road.. This conforms with the Comprehensive Plan.

Carried over from FY 2005

NW 70th Street & W Superior Street, 70th Street to NW 56th Street, 1.1 miles.

Right of way for improvements to of an existing dirt road intersection. This conforms with the Comprehensive Plan.

NW 70th Street at NRD Dam, 0.4 mile.

Right of way for improvements to of an existing dirt road intersection. This conforms with the Comprehensive Plan.

FY 2006

SW 2nd Street & Panama Road, 0.5 mile.

Right of way for grading and structures for improvements to of an existing gravel road. This generally conforms with the Comprehensive Plan.

S 82nd Street, Panama Road to Hickman Road, 2.0 miles.

Right of way for grading and structures for improvements to of an existing gravel road. This generally conforms with the Comprehensive Plan.

West "A" Street, SW 54th Street (BNSF RR) to SW 84th Street, 2.2 miles.

Right of way for improvements to of an existing gravel road intersection. [REDACTED] This conforms with the Comprehensive Plan.

Old Cheney Road, 112th Street to 120th Street, 0.5 miles.

Pavement of an existing gravel road. This conforms with the Comprehensive Plan.

Sprague Road, SW 114th Street to SW 140th, 2.0 miles.

This is 2nd-stage pavement on an existing paved road and in general conformance with the Comprehensive Plan.

Sprague Road, SW 14th Street to US-77, 2.0 miles.

This is 2nd-stage pavement on an existing paved road and in general conformance with the Comprehensive Plan.

FY 2006 (continued)

Waverly Road, N 56th Street to
N 141st Street, 5.8 miles.

This is 2nd-stage pavement on an existing paved road and in
general conformance with the Comprehensive Plan.

NW 48th Street Bridge over
Elk Creek.

Construction of a new bridge on an existing paved road
within the urban area. Coordination with other urban
infrastructure projects are on-going. This generally conforms
with the Comprehensive Plan.

FY 2006 (Standby)

S 1st Street, Pioneers Blvd to
Calvert Street, 0.5 miles.

Right of way grading and structures for improvements to of
an existing gravel road. Finalization of right of way for
future urban infrastructure is recommended. This generally
conforms with the Comprehensive Plan.

S 112th and N 112th Street,
Adams Street to "A" Street,
3.0 miles.

Right of way for improvements to of an existing gravel road
intersection. Finalization of right of way to future urban
infrastructure is recommended. This conforms with the
Comprehensive Plan.

Buff Road, east of NW 112th
Street 0.25 miles.

Pavement of an existing gravel road. This conforms with the
Comprehensive Plan.

Old Cheney Road, 120th Street
to 148th Street, 2.0 miles.

Pavement of an existing gravel road in the plan for paving.
This conforms with the Comprehensive Plan.

Pioneers Blvd, 98th Street to
112th Street, 1.0 mile.

Pavement of an existing gravel road in the plan for paving.
This conforms with the Comprehensive Plan.

SW 40th Street Bridge over
Middle Creek.

Construction of a new bridge on an existing gravel road
within the urban area. Coordination with other urban
infrastructure projects are on-going. This generally conforms
with the Comprehensive Plan.

S 1st Street Bridge over
Cardwell Branch of Salt Creek.

Construction of a new bridge on an existing gravel road
within the urban area. Coordination with other urban
infrastructure projects are on-going. This generally
conforms with the Comprehensive Plan.

FY 2007-2011

SW 12 th & SW 14 th Streets, Saltillo Road to Roca Road, 2.7 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
N 14 th Street, Alvo Road to Waverly Road, 3.0 miles.	Engineering for a future widening project on an existing paved road. This conforms with the Comprehensive Plan.
NW 27 th Street, Alvo Road to Waverly Road, 3.0 miles.	Right of way for improvements to of an existing gravel road. Coordination with future infrastructure projects is recommended. This generally conforms with the Comprehensive Plan.
NW 48 th Street, W Fletcher Avenue to US-34, 0.8 miles.	Engineering for a 4-lane roadway project on an existing paved road. This conforms with the Comprehensive Plan.
NW 48 th Street, north of I-80 to Lincoln city limits, 0.5 miles.	Engineering for a 4-lane roadway project on an existing paved road. This conforms with the Comprehensive Plan.
NW 84 th Street, Adams Street to US-34, 3.0 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
S 68 th Street, Roca Road to Hickman Road, 2.0 miles.	Right of way for future system improvements on an existing paved road. This remains a 2-lane facility and conforms with the Comprehensive Plan.
S 98 th Street, "A" Street to Old Cheney Road, 3.0 miles.	Right of way for improvements to of an existing gravel road intersection. Coordination with future infrastructure projects is recommended. This conforms with the Comprehensive Plan.
S 120 th Street, Rokeby Road to Bennet Road, 2.0 miles.	Pavement of an existing gravel road. This conforms with the Comprehensive Plan. Coordination with future infrastructure projects is recommended. An RTSD railroad crossing project may be included.
N 162 nd Street, Davey Road to Ashland Road, 4.0 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
N 162 nd Street, Mill Road to Davey Road, 2.3 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
N 162 nd Street, US-6 to Raymond Road, 1.7 miles.	Pavement of an existing gravel road. This conforms with the Comprehensive Plan. RTSD project coordination included.

FY 2007-2011 (continued)

Adams Street, Benton Street to N 148 th Street, 3.3 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Arbor Road, N 27 th Street to N 52 nd Street, 1.75 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
W Denton Road, SW 112 th St. to SW 140 th Street, 2.0 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
W Denton Road, SW 12 th St. to SW 56 th Street, 3.0 miles.	Grading, structures, and paving to rebuild an existing 2-lane paved road. This conforms with the Comprehensive Plan.
Fletcher Avenue, N 84 th Street to N 120 th Street, 2.5 miles.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Fletcher Avenue, N 120 th St. to N 148 th Street, 2.0 miles	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
McKelvie Road, N 14 th Street to NW 27 th Street, 3.0 miles	Right of way for improvements to of an existing gravel road intersection. [REDACTED] This conforms with the Comprehensive Plan.
Old Cheney Road, 148 th Street to 190 th Street, 3.0 miles	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Pine Lake Road, 112 th Street to 148 th Street, 2.5 miles	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Rokeby Road, 56 th Street to 70 th Street, 1.0 mile.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Saltillo Road, 84 th Street to 98 th Street, 1.0 mile.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Waverly Road & 148 th Street, on Waverly Road, 141 st Street to 148 th Street, and on 148 th Street, 141 st Street to US-6, 0.7 mile.	Engineering, ROW, grading, structures, and paving for an intersection improvement project on an existing gravel road. This is identified for future paving in both the Transportation element of the "Comprehensive Development Plan for the City of Waverly" (2002) and the Lincoln-Lancaster Comprehensive Plan. This is in conformance with both Plans. An RTSD railroad crossing project may be included.

FY 2007-2011 (continued)

Yankee Hill Road, S 70 th St. to S 84 th Street, 1.0 mile.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Yankee Hill Road, S 40 th St. to S 56 th Street, 1.0 mile.	Pavement of an existing gravel road in the plan for paving. This conforms with the Comprehensive Plan.
Yankee Hill Road, S84 th Street to S 91 st Street (N-2), 0.6 mile.	Grading and Structures on an existing gravel road for future paving. This conforms with the Comprehensive Plan. An RTSD railroad crossing project may be included.
Hickman Viaduct BNSF R.R. overpass, on S 68 th Street north of Stagecoach Road, 0.75 mile.	ROW, grading, structures and paving for construction of a viaduct on 2-lane paved road. This conforms with the Comprehensive Plan. This is an RTSD safety project.